

**BY ORDER OF THE COMMANDER
AIR FORCE MATERIEL COMMAND**

**AIR FORCE MATERIEL COMMAND
MANUAL 63-101_20-101**



16 AUGUST 2016

Acquisition

**ACQUISITION INCIDENT
REVIEW (AIR) PROCESS**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

ACCESSIBILITY: Publications and forms are available on the e-Publishing website at www.e-Publishing.af.mil for downloading or ordering

RELEASABILITY: There are no releasability restrictions on this publication

OPR: HQ AFMC/A5R

Certified by: HQ AFMC/A5/8/9
(Maj Gen Michael Brewer)

Supersedes: AFMCGM2015-63-02,
8 September 2015

Pages: 15

This publication implements Independent Reviews in accordance with Air Force Instruction (AFI) 63-101_20-101, *Integrated Life Cycle Management*, and immediately implements and supersedes Air Force Materiel Command's (AFMC) Guidance Memorandum (AFMCGM) 2015-63-02, *Acquisition Incident Review (AIR) Process*. It provides guidance and procedures on the AIR process to be used by AFMC to review acquisition programs which have encountered a significant problem resulting in a degraded or failed execution of an acquisition program. The AIR process does not replace the acquisition execution chain. This standard process applies to AFMC units to ensure systemic issues are properly understood and best practices are documented and promulgated. When directed by AFMC/CC, the procedures in the attachment are used to conduct an AIR for acquisition programs within this Command. This manual may not be supplemented. Refer recommended changes and questions about this publication to the OPR listed above using the AF Form 847, *Recommendation for Change of Publication*; route AF Forms 847 from the field through the appropriate chain of command. The authorities to waive wing/unit level requirements in this publication are identified with a Tier ("T-0, T-1, T-2, T-3") number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, Table 1.1 for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the Publication OPR for non-tiered compliance items. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of in accordance with Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RDS). The use of the name or mark of any specific

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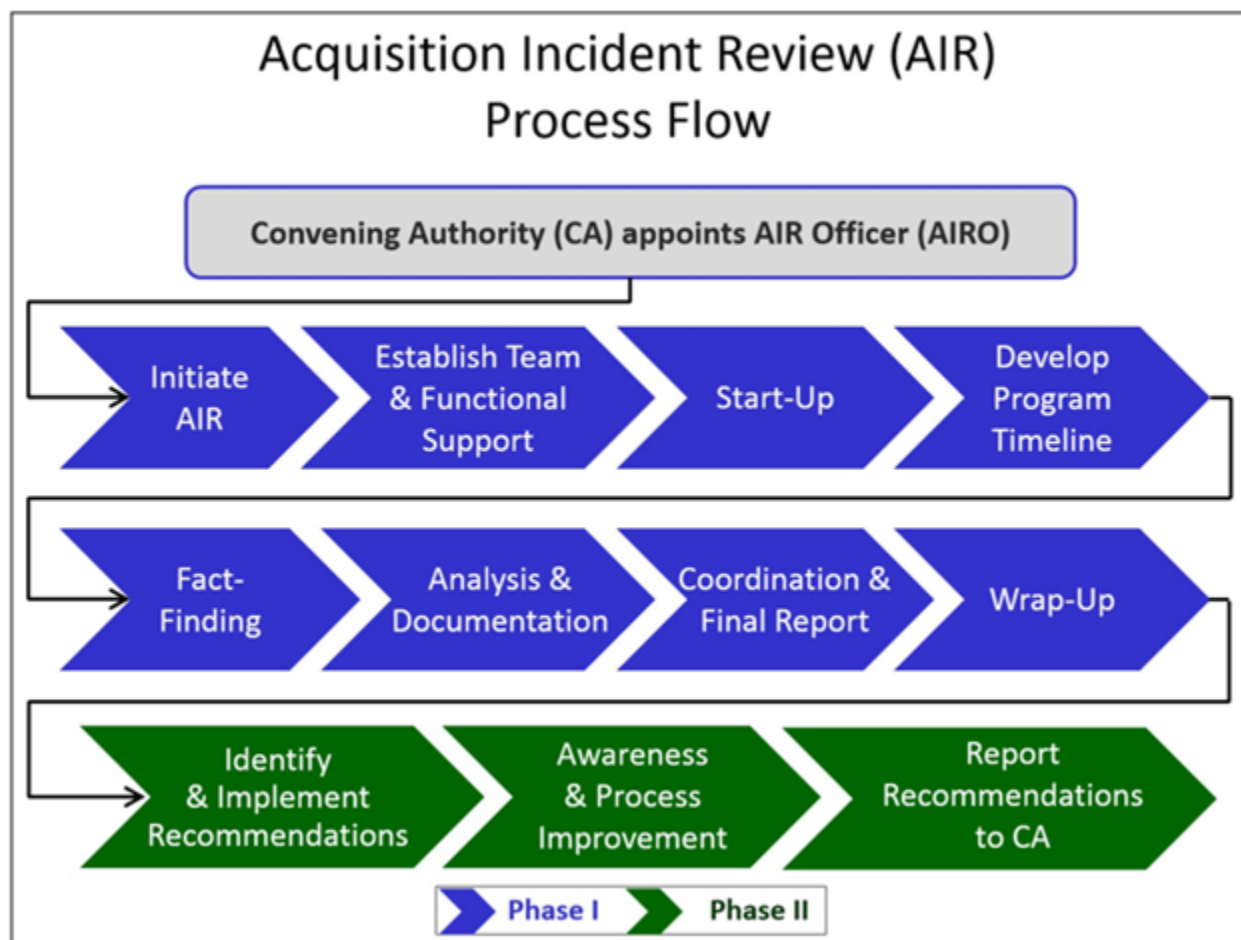
Chapter 1

AFMC ACQUISITION INCIDENT REVIEW (AIR) PROCESS

1.1. AFMC Acquisition Incident Review (AIR) Process. The AIR is a fact-finding and root cause analysis process that investigates an Acquisition Incident (AI). An AI is the recognition by the Acquisition Community and AFMC of a significant problem resulting in a degraded or failed execution of an acquisition program. The determination of an AI requiring independent investigation is made by AFMC working with SAF/AQ. AFMC/CC initiates the AIR process. The AIR does not assign blame for an AI. It is conducted to document lessons learned and share best practices. The process is modeled after the AF Safety Investigation Board (SIB) process (Reference AFI 91-204, *Safety Investigations and Reports*).

1.2. AIR Process Phases. The AIR process consists of two consecutive phases: Phase I, Incident Review, and Phase II, Identifying and Implementing Recommendations. Figure 1.1 is a graphical depiction of the AIR Process Flow.

Figure 1.1. Acquisition Incident Review AIR Process.



1.3. Phase I. Phase I is a fact-finding and root cause analysis process and results in a written report to document lessons learned and improve acquisition performance.

1.3.1. Initiate the AIR. AFMC/CC initiates Phase I of the AIR Process (Figure 1.1). The Convening Authority initiates Phase I of the AIR by appointing the Acquisition Incident Review Officer (AIRO), an O-6/GS-15 Senior Materiel Leader, in writing, using the sample AIRO Appointment Memorandum (Attachment 2). The direction in the memorandum clearly and concisely states what processes are to be reviewed; as well as, when the review will complete, which is typically within 90 days.

1.3.2. Establish AIR Team and Functional Support.

1.3.2.1. AIR Team is established.

1.3.2.2. Dedicated functional support is identified.

1.3.2.3. Dedicated office space is setup and ready to receive the AIR Team.

1.3.3. Start-Up.

1.3.3.1. Set team expectations; develop Rules of Engagement (RoE).

1.3.3.2. Schedule AIR Team stand-up to communicate goals and priorities. Initially these should be conducted daily based on the AIRO's discretion.

1.3.3.3. Institute filing and configuration control system for managing AI files. Ensure information is properly marked (e.g., source selection, controlled unclassified, classified, privacy act, etc.).

1.3.3.4. Develop contacts.

1.3.3.5. Receive access to tools and resources such as, but not limited to, facilities, equipment, supplies and other support items to accomplish the AIR process.

1.3.4. Develop Program Timeline.

1.3.4.1. Review of relevant programmatic artifacts by each functional team member. For documents containing cross-functional information e.g., Defense Acquisition Board (DAB) briefings, each functional reviews and comments on his/her functional area.

1.3.4.2. Create and populate the program's timeline based on the artifacts and fact-check timeline by associating each "fact" with its occurrence and date.

1.3.4.3. Brainstorm possible causes of program issues and root cause(s) independently prior to fact-finding discussions with program personnel (e.g., fishbone analysis).

1.3.4.4. Identify and consult with subject matter experts (SME) to understand the laws, regulations and guidance that were in place throughout the timeline.

1.3.5. Conduct Fact-Finding Investigation.

1.3.5.1. Identify candidates for fact-finding discussions by analyzing the timeline to identify individuals tied to key events (e.g., government, Original Equipment Manufacturer (OEM) prime and sub-contractor(s)).

1.3.5.2. Develop interview questions.

1.3.5.3. Clarify scope of the AIR, at start of each fact finding session, by showing a copy of the Convening Authority memorandum and ensuring interviews stay within the scope of the memorandum.

1.3.5.4. Conduct fact-finding session (with teams and individuals).

1.3.6. **Analysis and Documentation.** Analyzes data (e.g., timeline, non-timeline, fact-finding discussion notes, documenting the facts) and summarizes the information in preparation for writing the AIR Report.

1.3.7. **Coordination and Report Finalization.** The AIR Report documents the fact-finding and root cause analysis results.

1.3.7.1. Report. The AIR Report documents the facts of the review based on the conduct of the review and documented analysis of the facts. The report states conclusions and contains recommendations for corrective action. The recommendations are categorized as program specific or systemic. The report contains inputs from the Program Executive Officer and Program Manager for the program under review. The report is subject to a number of release limitations (IAW DoDI 5230.24 *Distribution Statements on Technical Documents*, 23 August 2012). A sample AIR Report Outline is found at Attachment 3.

1.3.7.2. Review and Approval. The final draft of the AIR Report is provided to the Convening Authority. The Convening Authority will accept or reject any or all of the recommendations. Once approved, the Convening Authority provides the report to SAF/AQ.

1.3.8. **Wrap-Up.**

1.3.8.1. Report Approval. Phase I is formally complete when the AIR Report has been approved and the AIR team (excluding the AIRO) is released from full-time AIR duties. The AIR Integrated Product Team (IPT) begins planning the AIR Phase II activities.

1.3.8.2. Report Management. Comply with the Records Custodian's direction for disposition. Dissemination of the report is directed by HQ AFMC/A5/8/9 (on behalf of the Convening Authority).

1.4. AIR Phase II. To prevent similar occurrences in other acquisition programs, Phase II facilitates the implementation of the recommendations identified in the AIR Report.

1.4.1. **Identify and Implement Recommendations.** The Executive Team (ET) and Action Officer Working Group (AOWG) are initiated to implement the recommendations identified in the final report. Actions and team composition are determined to facilitate the implementation.

1.4.2. **Facilitate Awareness Training and Process Improvement.** Focuses on efficiently sharing the results of the AIR by populating Best Practices into the AIR Repository (AIRR) Community of Practice (CoP) and providing training material, as appropriate. The report should be made available as soon as released to reduce risk of recurrence.

1.4.2.1. Ad Hoc Training. Quarterly training may be offered as part of the Air Force Life Cycle Management Center's Focus Week. Other training opportunities may be offered based on specific request(s).

1.4.2.2. Formal Training. On-line and/or in classroom courses may be updated or developed based on the results of each AIR. These courses are offered by the Air Force Institute of Technology or Defense Acquisition University (DAU).

1.4.3. Reporting Recommendations Disposition to Convening Authority. HQ AFMC/A5/8/9 provides status updates as needed and reports completion of disposition of AIR Report recommendations to the Convening Authority.

Chapter 2

ROLES AND RESPONSIBILITIES

2.1. Commander, Air Force Materiel Command (AFMC/CC). Works with SAF/AQ to determine when an AIR is necessary and is the Convening Authority. Delegation of Convening Authority is based solely upon AFMC/CC discretion, and appoints the Convening Authority, in writing.

2.2. Directorate of Strategic Plans, Programs, Requirements and Analyses (HQ AFMC/A5/8/9). Serves as Command OPR (on behalf of the Convening Authority) and Secretariat for the AFMC AIR Process.

2.2.1. Direct report to AFMC/CC to facilitate AIR activities.

2.2.2. Assists the AIRO with establishing the AIR Team charged with conducting the fact-finding, root cause analysis and drafting the AIR Report.

2.2.3. Chairs the AIR IPT.

2.2.4. Hosts and maintains the AIR (restricted) EIM SharePoint® site.

2.2.5. Supports staffing and releasability of the AIR Report.

2.2.6. Manages the release of the AIR Report. See paragraph 1.3.8.2 for further information about Report Management.

2.2.7. Ensures compliance with AFMAN 33-363, *Management of Records* and AFRIMS.

2.3. Staff Judge Advocate (HQ AFMC/JA).

2.3.1. Appoints a Legal Advisor to support the AIR from its initiation through implementation and follow-on activities. The Legal Advisor:

2.3.1.1. Considers what different levels of privilege apply and prepares a plan to monitor information gathering, dissemination and release.

2.3.1.2. Advises the AIR Team on acquisition law issues.

2.3.1.3. Provides legal consultation to the AIR Team and assists in formulating interview questions as necessary.

2.3.1.4. Reviews and coordinates with the AIR Team on all AIR report releases.

2.4. Public Affairs (HQ AFMC/PA).

2.4.1. Provides Public Affairs rules of engagement and products for the proper release of information involving each AIR, to include a communication plan containing a timeline for information release, response to query statement, and news release as appropriate.

2.4.2. Coordinates all PA material, including news media responses and AIR report release requests, with the AIRO or affected AFMC functional and SAF/PA points of contact.

2.5. AFMC Center Commander. May be appointed (in writing) as a Convening Authority at the discretion of AFMC/CC.

2.6. Convening Authority.

2.6.1. Engages HQ AFMC/A5/8/9 to assume Command OPR responsibilities for AIR activities.

2.6.2. Appoints the AIRO in writing using the guidance in Attachment 2.

2.6.3. Provides the AIR Team access to facilities, equipment, supplies and other support to include: office space, desks/chairs, telephones, computers, network connectivity, conference room with telephone, speaker, projection, video teleconference capability, access to classified storage facilities, if required, and adequate funding to support the AIR process.

2.6.4. Approves the AIR Report.

2.7. AIR Officer (AIRO).

2.7.1. Appointed in writing (Attachment 2) and detailed full-time to lead the AIR Team until released by the Convening Authority. The AIRO is not affiliated with the program under review.

2.7.2. An O-6/GS-15, Senior Materiel Leader or Civilian equivalent.

2.7.3. Establishes, with support from HQ AFMC/A5/8/9, the AIR Team charged with conducting the fact-finding, root cause analysis and drafting the AIR Report.

2.7.4. Appoints the AIR Team in writing and ensures each member signs a non-disclosure agreement.

2.7.5. Consults with the appointed legal advisor to determine which, if any, interviewees should receive Whistleblower Protection Act (WPA) rights advisement prior to conducting interviews.

2.7.6. Briefs the Convening Authority the results of the AIR in conjunction with delivery of the AIR Report. Subsequent to approval from the Convening Authority, brief stakeholders in the acquisition community on the AIR results.

2.7.7. Obtains AIR Report approval from the Convening Authority.

2.8. AIR Team.

2.8.1. Determines the root cause of problems and documents the results in the AIR Report.

2.8.2. Maintains the AI investigation documentation.

2.8.3. Members are assigned based on the specific needs of the program under review and serve full-time until released by the Convening Authority.

2.8.4. Members sign non-disclosure agreements.

2.8.5. Advises interviewees of their WPA rights prior to interviews.

2.9. Interviewees. Ensures they are apprised of their WPA rights from the AIR Team.

2.10. AIR IPT.

2.10.1. Chaired by HQ AFMC/A5/8/9.

2.10.2. Secretariat for the ET and AOWG.

2.10.3. Facilitates the stand-up of the Phase II AIR ET and AOWG.

2.10.4. Requests ET and AOWG team members to support implementation and disposition of recommendations from the AIR Report. Each member may participate full- or part-time depending on the action needed to disposition each recommendation.

2.10.5. Facilitates transfer of OPR responsibility for implementing any AIR recommendation which lies outside AFMC purview.

2.10.6. Populates and maintains information on the DAU AIRR CoP to provide best practices and lessons learned derived from the AIR.

2.11. AIR Executive Team (ET). Senior functional leaders dedicated to:

2.11.1. Oversee activities of the AOWG functional member as needed.

2.11.2. Attend Executive Level meetings and vote on disposition of action items.

2.12. AIR Action Officer Working Group (AOWG). Working level functional team charged to:

2.12.1. Identify resolutions to recommendations highlighted in the final report; as a tool, may use Continuous Process Improvement to implement AIR solutions, as appropriate.

2.12.2. Attend AOWG and ET meetings and make recommendations to the ET.

Chapter 3

OTHER ACTIONS

3.1. Halting an AIR. If criminal activity or fraud is identified during the AIR, the current AIR shall be halted. The appointed Legal Advisor is notified and presented with the evidence of criminal activity or fraud. After reviewing the AIR Team's evidence, if the Legal Advisor determines by a preponderance of the evidence that criminal activity or fraud occurred, the Convening Authority is notified. The AIRO and appointed Legal Advisor presents any evidence regarding criminal activity or fraud to the Convening Authority who determines whether to continue or suspend the AIR based upon the evidence presented. If the Convening Authority suspends the AIR, the matter is referred to a Commander Directed Investigation (CDI) IAW *Commander-Directed Investigation (CDI) Guide*, 26 April 2010), Inspector General (IG) investigation (Reference: AFI 90-301, *Inspector General Complaints and Resolution*, 27 August 2015), and Air Force Office of Special Investigation (AFOSI) investigation (Reference: AFD 71-1, *Criminal Investigations and Counterintelligence*, 13 November 2015), or other body tasked with investigative responsibilities with regard to the alleged criminal or fraudulent activity. Once referred, the fact-finding interviews, AIRO analysis and recommendations, legal advisor recommendations, and all other evidence gathered during the AIR, remains with the AIRO and may not be released except upon the order of an authorized individual, or body with the lawful authority to demand the release of such information and documents.

3.2. Resuming an AIR. If an AIR is still required following the conclusion of the CDI, IG, AFOSI or other investigation, the Convening Authority may resume the AIR utilizing all of the unrestricted information gathered prior to the AIR's suspension.

MICHAEL T. BREWER, Major General, USAF
Director, Strat Plans, Programs,
Requirements, & Analyses

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

DoDI 5000.02, *Operation of the Defense Acquisition System*, 07 January 2015
DoDI 5230.24 *Distribution Statements on Technical Documents*, 23 August 2012
AFPD 71-1, *Criminal Investigations and Counterintelligence*, 13 November 2015
AFI 33-360, *Publications and Forms Management*, 25 September 2013
AFI 63-101/20-101, *Integrated Life Cycle Management*, 07 March 2013
AFI 90-301, *Inspector General Complaints Resolution*, 27 August 2015
AFI 91-204, *Safety Investigations and Reports*, 12 February 2014
AFMAN 33-363, *Management of Records*, 01 March 2008
Commander-Directed Investigation (CDI) Guide, 26 April 2010
Whistleblower Protection Act of 1989, Public Law 101-12, as amended

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*

Abbreviations and Acronyms

AFI—Air Force Instruction
AFMAN—Air Force Manual
AFMC—Air Force Materiel Command
AFMCGM—Air Force Materiel Command Guidance Memorandum
AFMCMAN—Air Force Materiel Command Guidance Manual
AFOSI—Air Force Office of Special Investigation
AFPD—Air Force Policy Directive
AI—Acquisition Incident
AIR—Acquisition Incident Review
AIRO—Acquisition Incident Review Officer
AIRR—Acquisition Incident Review Repository
CC—Commander
CDI—Commander Directed Investigation
CoP—Community of Practice
DAU—Defense Acquisition University
DoDI—Department of Defense Instruction

GS—General Schedule

IPT—Integrated Product Team

JA—Judge Advocate

OPR—Office of Primary Responsibility

PA—Public Affairs

SAF—Secretary of the Air Force

SAF/AQ—Secretary of the Air Force, Acquisition

SIB—Safety Investigation Board

WPA—Whistleblower Protection Act

Terms

Acquisition Incident—Recognition by the Acquisition Community and AFMC of a significant problem resulting in a degraded or failed execution of an acquisition program.

Acquisition Incident Review—The AIR Process is a fact-finding and root cause analysis process, initiated to investigate an Acquisition Incident. It is conducted to document lessons learned and best practices to improve acquisition performance but does not assign blame. The process is modeled after the AF Safety Investigation Board process.

Acquisition Incident Review Officer—Individual appointed by the Convening Authority to lead the AIR team to accomplish Phase I of the AIR Process. This individual is an O-6/GS-15 Senior Materiel Leader or Civilian equivalent.

Convening Authority—Commander who initiates the AIR process by appointing, in writing, the AIR Officer who leads the team conducting the Phase I AIR.


Safety Investigation Board—Reference AFI 91-204, *Safety Investigations and Reports*.

Whistleblower Protection Act—Provides Federal employee rights and protections if they “blow the whistle” on fraud, waste, and abuse in the Federal government and personnel actions taken against them for doing so.

Attachment 2

AIR OFFICER APPOINTMENT MEMORANDUM

Figure A2.1. AIR Officer Appointment Memorandum.

	DEPARTMENT OF THE AIR FORCE <small>HEADQUARTERS AIR FORCE MATERIEL COMMAND WRIGHT-PATTERSON AIR FORCE BASE OHIO</small>
Organization/Office Symbol of AIR Officer (AIRO)	Date
FROM: AFMC/CC 4375 Chidlaw Rd Wright-Patterson AFB OH 45433-5001	
SUBJECT: Program Name (Acronym) Acquisition Incident Review (AIR)	
<p>1. In accordance with AFMC Manual 63-101/20-101, <i>Acquisition Incident Review (AIR) Process</i>, you are hereby appointed the Acquisition Incident Review Officer (AIRO) to examine issues concerning acquisition and sustainment of Program Name. I have coordinated your appointment with SAF/AQ and you are cleared of your duties as the Title, Name of Program Office, until your final report has been submitted and accepted by me.</p> <p>2. At a minimum, AFMC will provide members in the following specialized areas: Financial Management, Contracting, Acquisition Logistics, Legal, Public Affairs, and Technical Advisors. Other members, e.g., Administrative Support, will be added based on your assessment and recommendation. In addition, a representative from SAF/AQ will be assigned. AIR Team members will report to the AIRO and their duties will take precedence until the investigation is complete. HQ AFMC/A5/8/9 will coordinate with you to finalize these resources by COB DD MMM YY. If additional resources are required to assist you in completing this task, please let me know immediately.</p> <p>3. The scope of your assessment includes, but is not limited to: identifying all relevant facts, analyzing the facts, and determining the root cause(s) of issues with acquisition and sustainment of Program Name; developing conclusions; and then determining lessons learned as well as recommendations which would prevent recurrence in this or other acquisition programs. Your final assessment report should include recommendations for any additional accountability review/investigations by other Commands.</p> <p>4. The final assessment report will be submitted to my office NLT DD MMM YY; any delay must be approved by me. Discussions of the assessment and copies of the report will be controlled until I authorize release.</p> <p>5. The POC for this effort is HQ AFMC/A5/8/9 POC, DSN or Commercial #, email address.</p>	
Commander Signature Block General, USAF Commander	
cc: SAF/AQ AFMC Center/CC AFMC Center – 2-Ltr (AIRO/Org)	

Attachment 3

SAMPLE AIR REPORT OUTLINE

Figure A3.1. Sample Air Report Outline.

Cover Page	
TITLE PAGE	
PROGRAM NAME (ACRONYM)	
ACQUISITION INCIDENT REVIEW (AIR) TEAM REPORT	
## Month 20##	
DISTRIBUTION STATEMENT: (IAW DoDI 5230.24, <i>Distribution Statements on Technical Documents</i> , 23 August 2012)	
THIS REPORT IS SUBJECT TO A NUMBER OF RELEASE LIMITATIONS, INCLUDING THOSE APPLICABLE TO SAFETY INVESTIGATION BOARD-LIKE, SOURCE SELECTIONS, PRIVACY ACT, SCIENTIFIC AND TECHNICAL INFORMATION, EXPORT CONTROL ACT, CONFIDENTIAL COMMERCIAL INFORMATION, TRADE SECRETS ACT AND OTHERS. THEREFORE, THIS DOCUMENT IS FOR OFFICIAL USE BY U.S DOD EMPLOYEES ONLY. DO NOT RELEASE TO OUTSIDE AGENCIES, GOVERNMENT CONTRACTORS, FREEDOM OF INFORMATION ACT REQUESTS OR THE MEDIA WITHOUT THE EXPRESS PERMISSION OF AFMC/CC.	
DISTRIBUTION STATEMENT F. Further dissemination only as directed by HQ AFMC/A5/8/9 (on behalf of the Convening Authority) (date of report).	
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AIRO Signature and AIR Team Members List Page	
The AIR Team has completed the PROGRAM NAME (ACRONYM) Acquisition Incident Review (AIR) Final Report. This report encompasses findings, causes and recommendations as instructed by appointment letter.	
Date	FIRST MI LAST NAME Rank/Grade, USAF AIR Team Lead
TEAM MEMBERS	
Rank/Grade First and Last Name	
Body of Report Begins - Using Outline from the Table of Contents	
Report contents based on the Table of Contents	